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FIRST COUNTRY COOPERATION FRAMEWORK FOR COLOMBIA

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INTRODUCTION

1. The first country cooperation framework for Colombia (1997-2001) is intended to support the country's development strategies and has been formulated through a process of consultation, taking into account the policies set out in the 1994-1998 national development plan known as the "Social Leap", the mid-term review of the fifth programming cycle, the country strategy note, General Assembly resolutions 47/199 and 50/120 and decisions 95/22 and 95/23 of the Executive Board of the United Nations Development Programme (UNDP) and of the United Nations Population Fund (UNFPA).

I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

2. Since 1991, according to the Human Development Reports, Colombia has moved up in the human development index ranking, reaching 49th place in 1996; it is now in the group of countries with a high human development index.

3. Colombia has experienced profound changes in its economy and society over the past 35 years. Its economy, once basically rural and agrarian, has grown and diversified constantly, and the industrial sector now plays a major role.

4. Since 1990 successive government administrations have shifted the country's economic policies from protectionism to liberalization. A new constitution was adopted, and national and territorial planning councils, which involve groups within civil society in the formulation of an economic and social development model, were established. The Government promoted greater grass-roots participation, a redefinition of economic and social rights, environmental protection, institutional reforms, including a reform of the judicial system, national and territorial planning, an improvement in public services and a restructuring of the National Bank.

5. Those reforms, however, did not have a positive and uniform impact on the country's social development. It was estimated that in 1993, some 27.6 per cent of the total population, or around nine million Colombians, were living in poverty.

6. In August 1994, under the current administration, a national development plan known as the "Social Leap", designed to achieve economic development on an equitable basis, was submitted to Congress. The plan covers three areas: an increase in public investment in social sectors; support for greater economic competitiveness, including an increase in public investment in science and technology; and investment in physical infrastructure, together with sustainable management and preservation of the environment and natural resources.

7. Among the social targets and goals of the plan are the following: (a) to create 1.6 million new jobs from 1994 to 1998; (b) to increase the average number of years of schooling completed from 5.5 to 6.9 for all children, by expanding the outreach of the public schools, training teachers and providing stipends for 500,000 poor pupils; (c) to provide basic health care for all by

the year 2001 by doubling public spending during the administration's four-year term of office; and (d) to increase decentralization.

8. While the liberalization of the economy had positive results, it had certain adverse effects on the output of some production sectors.

9. The most important feature of the programme implemented by the current authorities is social policy, which has been reflected in a gradual increase in social expenditure, with particular emphasis on reducing inequality. Nevertheless, the results of social programmes have been below expectations, and the country faces a complex and arduous path to poverty eradication.

10. Colombia today is one of the most violent countries in the world, to the point where violence is one of the greatest obstacles to achieving sustainable human development. The economic and social cost of what is actually a domestic conflict, drains resources which otherwise could have been directed towards meeting development needs (military spending has risen from 3 per cent to 4 per cent of the gross domestic product (GDP)).

11. Various actions carried out by the Government and by groups within civil society have not been sufficient to establish a process leading to peace. In the area of human rights, the administration has advanced considerably in terms of raising awareness and assuming responsibility for certain acts.

II. RESULTS AND LESSONS OF PAST COOPERATION

12. The fifth programming cycle (1992-1996) focused on four thematic areas: (a) social development and poverty eradication; (b) economic liberalization and productive development; (c) territorial development and modernization of the State; and (d) sustainable environmental management.

13. UNDP cooperation has contributed to the development and strengthening of national management capacity. Nevertheless, there are still areas in which capacity has not been fully established and international cooperation will be needed in order to achieve the country's goals. This is one of the comparative advantages which UNDP offers Colombia, and it is also one of the reasons why the Government allocates extensive counterpart resources to the UNDP programme for Colombia. Among many other reasons, the Government values UNDP projects for the support and advice which they provide, the opportunities for contact with international experts, their inherent credibility, the objectivity and transparency with which they are handled and the fact that they have an effective and efficient management system which includes independent monitoring and evaluation mechanisms.

14. During the fifth cycle, UNDP has played an important role in supporting the Government on the basis of agreed programme criteria, and has provided assistance in the utilization of loan resources granted by international financial institutions. UNDP must ensure that the design of programmes and projects justifies the allocation of such sums for technical cooperation activities, necessarily of a temporary nature, that are designed to meet specific goals in terms of strengthening national management capacity.

III. PROPOSED STRATEGY AND THEMATIC AREAS

A. Strategy

15. In the country strategy note, the Government proposed that the goal of UNDP cooperation should be to promote sustainable human development, with special emphasis on social development and poverty eradication.

16. UNDP should concentrate its efforts in seven basic areas: (a) mobilizing international sources of technical and financial development cooperation and promoting access to such sources; (b) promoting the programme approach and sectoral investment strategies; (c) facilitating innovative actions capable of generating sectoral and regional models that can be replicated; (d) promoting horizontal technical cooperation; (e) strengthening the technical, financial and administrative monitoring and follow-up systems by incorporating specific criteria and indicators to measure the impact of cooperation and the degree to which national institutional capacity has been strengthened; (f) increasing community participation in the definition of problems and solutions; and (g) promoting women's participation in development activities on equitable terms, so as to ensure that a gender perspective is integrated into each programme and project for which cooperation is provided by UNDP and other sources.

17. Additionally, UNDP will continue to support operational activities of the United Nations system in Colombia and the follow-up of the commitments made by Colombia at summit meetings and United Nations conferences.

B. Thematic areas

18. UNDP financial assistance will be concentrated in three thematic areas: (a) social development and poverty eradication; (b) modernization of the State, decentralization and good governance; and (c) intersectoral environmental management.

19. In these thematic areas, UNDP technical cooperation will be centred on selected strategic actions to foster national capacity for implementing the programmes contained in the "Social Leap" national development plan.

20. UNDP participation in country programmes should also be consistent with the following criteria: (a) ensuring that cooperation is temporary and transferring activities on a permanent basis to the recipient institutions; (b) ensuring that cooperation is dynamic and innovative and preventing its utilization by the institutions for their regular activities; (c) continuing to maximize the use of national professionals for the execution of cooperation programmes and utilizing the services of international professionals for specialized activities that may require transfers of expertise; (d) minimizing the allocation of cooperation resources for administrative costs (administrative personnel, operation and maintenance of equipment, etc.), which should be defrayed by the recipient organization; (e) supporting actions taken by the Government to promote its policy of horizontal and tripartite cooperation between programmes and projects and between developing countries as a means of strengthening regional linkages

and integration; and (f) promoting effective processes leading to specific inter-agency joint programming actions.

Social development and poverty eradication

21. The "Social Leap" national development plan states, as a basic principle, that "equity and solidarity are fundamental goals of economic and social policy and basic sources of social stability and peace". In accordance with these principles, UNDP cooperation will be geared to supporting the following national programmes.

National alternative development plan: PLANTE

22. This plan is intended to provide an economically viable alternative livelihood for rural and indigenous families living in areas where illicit crops are grown so that they may become involved in self-sustaining processes of social change and economic progress. By the time UNDP cooperation has concluded, it will have contributed to improving the quality of life of 30,000 rural and indigenous families dependent on illicit crops, through actions to empower them and provide them with access to productive resources.

Social Solidarity Network

23. The Network's objectives are: (a) to improve the living conditions of the poorest segments of the population; (b) to improve the climate of social coexistence and contribute to the peace process; and (c) to facilitate the transition of the poorest communities to sustainable development and their participation in that process.

24. UNDP will support these activities, with the following anticipated outputs: (a) improvement in the living conditions of the poorest and most vulnerable third of the population of the country, through comprehensive health care, education, social security, housing, employment and food assistance programmes; (b) improvement in the climate of coexistence and consolidation of the peace process; and (c) transition of the poorest communities to sustainable development.

Social Mission

25. To consolidate the attainments and impact of the "Social Mission" programme, established in 1993 to support the decentralization of social services, particularly education and health, the following activities are planned: (a) formulation of instruments to modernize social management; (b) consolidation of the institutional management of public affairs and participation by society in assessment and monitoring; (c) promotion of social capital formation: measurement, assessment and impact; and (d) promotion of exchange of experience at the regional level through the Social Network for Latin America and the Caribbean. On its conclusion, UNDP support for these activities will have contributed to the establishment of operational processes and machinery in nationwide bodies for the modernization of social management and social capital formation.

Creation of jobs and sustainable livelihood

26. The aim of government policy in this area is to ensure that increased growth and the liberalization of the economy result in dynamic job creation. When UNDP assistance ends, it will have contributed to: (a) job creation, through programmes to modernize industry, agriculture, infrastructure and housing; (b) increased competitiveness of small-scale production units; (c) improvement in labour-force skills through training courses; (d) strengthening of the capacity of the Ministry of Labour and Social Security; (e) promotion of economic solidarity and small-scale ownership; (f) establishment of a comprehensive credit system; (g) promotion of the incorporation of women in the labour market on terms of equality and equity; (h) establishment of a tripartite programme to strengthen industrial relations; (i) institutionalization and implementation of the participatory business development methodology; and (j) strengthening of sustainable joint production lines in the rural sector.

Support for vulnerable groups

27. The Government's national development plan contains a set of education and employment measures to integrate the most vulnerable groups, facilitate their access to social services and establish conditions to strengthen the capacity of the State and society to fully guarantee the rights and duties of those groups.

28. Cooperation in this regard is expected to focus on: (a) integration of young people, in particular in education, employment and access to social services; (b) establishment of conditions to strengthen the capacity of the State and society to provide more effective care to such groups; (c) implementation of sectoral and nationwide programmes to guarantee participation by the indigenous, Afro-Colombian and descendant populations; (d) improvement of health conditions and access to education in these communities; (e) functional integration of the disabled and the elderly; (f) protection of children, through support for the Children's Action Plan; (g) support for the "Social Leap" urban policy; and (h) in the context of the Solidarity Network, improvement of coexistence between the State and indigenous communities.

Modernization of the State, territorial decentralization and good governance

29. In this sphere UNDP cooperation will have the following objectives: (a) promotion of the reorganization and restructuring of the Colombian State, in accordance with the 1991 National Constitution; (b) adjustment and strengthening of the institutional framework for non-reimbursable international technical and financial assistance, and of the management capacity of institutions; (c) support for good governance as a basis for the consolidation of peace, respect for human rights and strengthening of civic participation; and (d) support in the campaign against drug trafficking. In this context UNDP will support the following national programmes.

Modernization of the State

30. The aim of the Government's modernization policy is to develop the capacity of the State so as to create an environment propitious to the implementation of programmes resulting in higher levels of competitiveness. In this context technological development and the formulation of industrial modernization strategies and policies, the National Micro-Enterprises Plan and scientific and technological policies will be pursued.

31. Anticipated outputs in this area are: (a) development of the institutional capacity of the State and linkage with industrial policy strategies and the National Micro-Enterprises Plan; (b) strengthening and integration of the financial management systems of mid-level agencies; (c) development of the financial sector and capital markets; and (d) support for privatization and granting of licences relating to infrastructure, and consolidation of regulatory frameworks.

Decentralization and public management

32. UNDP will continue to support this process, emphasizing the establishment of technical and financial assistance programmes and mechanisms and local-level institutional and administrative development. These activities, on their conclusion, will have helped to impel the decentralization of public management to the local level, with particular focus on lower-income mayors' and governors' offices, these being the ones which in general service the needs of a dispersed rural population.

Colombian International Cooperation Agency

33. UNDP will make a contribution to the establishment and start up of the Colombian International Cooperation Agency, which will be responsible for coordinating and integrating the orderly management of the supply of and demand for non-reimbursable international technical and financial cooperation. UNDP cooperation, on its conclusion, will have strengthened the country's negotiating capacity vis-à-vis sources of assistance.

Good governance

34. UNDP cooperation in this area will be geared towards supporting the establishment of machinery for good governance as a basis for the consolidation of peace, respect for human rights and strengthening of civic participation. UNDP activities will have an impact in three areas. Peace process: (a) implementation of the norms of international humanitarian law, ending of impunity and coverage of the needs of those displaced by violence; and (b) support for the modernization of justice through the development of judicial technology and training of human resources. Human rights: (a) support for the creation of instruments for the protection of human rights; (b) support for the National Programme of Comprehensive Care for the Population Displaced by Violence, based on participation, recognition of ethnic, cultural and social diversity and gender equity; (c) support for the Security of the Citizen Plan; (d) support for follow-up to the recommendations of the Special Rapporteurs on such issues as torture, enforced disappearances, executions, racism and

displacement of persons; (e) support for government compliance with international judgements relating to human rights violations; and (f) human rights education in formal and informal education. Participation by civil society: (a) implementation of a training plan to strengthen participatory processes and machinery, respect for human rights and environmental issues; and (b) support for community participation in monitoring the supply and quality of social services.

35. Without using internally generated funds, UNDP will continue to assist the Government to formulate and strengthen an environment management model through access to funds such as the Montreal Protocol, the Global Environment Facility, the Capacity 21 programme, technical cooperation and/or financial assistance in areas of interest to the United Nations Environment Programme and the strengthening of the capacity to negotiate with potential donors. UNDP actions in that respect will be aimed at promoting national capacity in the following respects:

Environmental education

36. Thanks to UNDP assistance, contributions will be made to the training of officials of the National Environmental System (SINA) and of representatives of civil society bodies on subjects such as sustainable development, environmental values, urban environment management, environmental pollution, forest ecosystems and biotechnology. In addition, support will be provided for national environmental education policy in coordination with the Ministries of the Environment and Education.

Strengthening of the National Environmental System

37. It is hoped to firmly establish an efficient and dedicated organizational doctrine and to start up the 44 entities created by Act No. 99 of 1993. When the planned activities are completed, the Ministry of the Environment will have been assisted in the creation of effective mechanisms for participation and coordination with public and private bodies, economic and social sectors, and civil society groups, as well as the formulation and implementation of inter-sectoral policies enabling SINA entities to implement coherent, coordinated environmental management.

Environmental research and information system

38. With cooperation from UNDP, it is hoped to continue to support the Inter-agency Environmental Accounting Committee in the preparation of physical natural-resources accounting, and to assist SINA in the elaboration of indicators for following up the status of natural resources. Support will also be provided to the Ministry of the Environment in the implementation of projects for research and promotion in the area of sustainable energy sources, in an effort to improve energy efficiency and of energy supply to the most vulnerable communities. In addition, with UNDP support, the Sustainable Development Network will be implemented.

Environmental planning and management

39. UNDP will support SINA, as well as departments, districts and municipalities, to prepare environmental plans, programmes and projects in accordance with the policies and strategies set out in Agenda 21, with emphasis on issues such as town planning, transport, ecological efficiency in industry, measures to save and to make efficient use of water and energy, and monitoring and control of urban environmental pollution.

IV. MANAGEMENT ARRANGEMENTS

A. Execution and implementation arrangements

40. The first UNDP cooperation framework will preferably be put into practice on a national scale. Cooperation can be requested from other United Nations bodies for the execution or implementation of components corresponding to their areas of competence, as may be determined in the analysis of each case. Execution by other bodies will be limited to concrete instances involving a high level of technical specialization.

41. Coordination, monitoring and evaluation functions of the cooperation framework will be the joint responsibility of the Colombian International Cooperation Agency and the UNDP Office in Colombia. The latter will continue to provide active support for the process of project individualization, preparation, design and implementation by the national agencies requesting them.

B. Monitoring and evaluation

42. On the basis of the recommendations of UNDP and of its cooperation experience during the previous cycle, the supervision and evaluation strategy will begin with the stage of specification, preparation and design of programmes and projects; every effort will be made to determine from the start the criteria and indicators for measuring results and the degree of success, and qualitative and quantitative goals will be recorded in the appropriate documents in order to ensure the desired outcome of the actions. That will, in turn, effectively contribute to institutional development, to the sustainability of activities during the phases following the project, and dovetailing with other projects within the various programmes, as a type of nationwide horizontal harmonization.

43. The cooperation framework will be evaluated jointly by UNDP and the Government every two years. To that end, the Government and UNDP will determine the indicators for the monitoring and measurement of the results of cooperation within the framework of priorities fixed by the National Development Plan.

C. Resource mobilization strategy

44. In the country strategy note, the Government stated its interest in continuing to benefit from the technical support of UNDP for the implementation of projects involving significant percentages of national counterpart payments,

provided that they fall within the following parameters: ensuring the development of national capacity providing for the sustainability of cooperation activities; ensuring the temporary nature of the cooperation in a number of concrete and specific tasks for which the State requires support; and not being oriented towards the conduct of the regular work or activities of the entity receiving the cooperation.

45. That proposal from the Government recognizes the support and advisory assistance it is receiving thanks to this cooperation, and the objectivity and transparency with which resources are being managed. UNDP will continue to support the Government in the use of those resources.

Annex

RESOURCE MOBILIZATION PROPOSAL FOR COLOMBIA (1997-2001)

(In thousands of United States dollars)

Source	Amount	Comments
UNDP CORE FUNDS		
IPF carry-over 1991-1996	0	The entire IPF has been used.
TRAC 1.1.1	3.127	Assigned immediately to country.
TRAC 1.1.2	0 to 66 per cent of TRAC 1.1.1	These figure are presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages will also be subject to availability of resources.
TRAC 1.2.3 (countries with special conditions)	1.000	Colombia has requested special resources.
SPPD/STS	275	
Subtotal	4.402[a]	
NON-CORE FUNDS		
Government cost-sharing	300.000	
Sustainable development funds:		
World Environment Fund	9.000	
Montreal Protocol	1.000	
Capacity 21 - third-party cost-sharing	1.000	
Other sources and funds:		
UNIFEM, Habitat, UNV	100	
Subtotal	311.100	
GRAND TOTAL	315.502[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: IPF = indicative planning figure; SPPD = support for policy and programme development; STS = support for technical services; and TRAC = target for resource assignments from the core.